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ABSTRACT

This report focuses on the increasing number of problems clustered around state coordination of academic programs in community colleges. State directors and their staffs are becoming concerned with preventing duplication and ineffectiveness and with positive long-range planning. Data are based on questionnaires mailed to state agencies responsible for community colleges in the 50 states. Those 44 states who responded report a variety of approaches to the coordination of community college affairs. They range from formalized and multiple approaches to ad-hoc committees and informal arrangements. No conclusions can be drawn between the size of a state system and the degree of academic coordination. (CA)

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STATE LEVEL COORDINATION OF COMMUNITY COLLEGES: ACADEMIC AFFAIRS

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and

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Gainesville, Florida

May, 1971

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TABLE OF CONTENTS

	Page
Foreword	*v*
Questionnaire	1
Methods of Academic Coordination	2
A Statewide Council	2
The Multiple Approach	5
Other Approaches	5
The Statewide Council to Coordinate Community College Academic Affairs	6
Occupational or Vocational Education	9
Relationships with Four-Year Colleges and Universities	10
Legal Bases	11
Summary	11
Charts	14
Bibliography	21
Appendix A	23

FOREWORD

With encouragement from the National Council of Directors of Community Colleges, the Southeastern Community College Leadership Program has provided attention to the problems associated with state level leadership in a series of studies completed during the past two years. The reports of these studies have provided information on the office of state director, on the composition of state level staffs, on the extent and state agency coordination of community colleges, and on existing patterns of financial support, as well as explanations of some of the principles affecting state and local relationships. These publications have been made available by the Institute of Higher Education at the University of Florida and the Department of Higher Education at Florida State University. They have been supported in large measure by a W. K. Kellogg Foundation grant to these universities.

This particular report provides an additional dimension to these studies by focusing attention upon the increasing number of problems clustered around the coordination of academic programs in the community colleges. State directors and their staffs are apparently becoming more and more concerned not only with prevention of duplication and ineffectiveness but more importantly with positive long range planning which will increase access to continued educational opportunities.

Luther Christofoli as a Kellogg Fellow has been responsible for collecting the data and for an analysis of it. We are both indebted to

the State Directors who responded to our inquiry for information. This report includes all states which have community college systems.

Dr. Dayton Y. Roberts who was Florida's first state level Director of Academic Affairs for Community Colleges from 1965 to 1968, edited the final draft of this report.

James L. Wattenbarger, Director
Institute of Higher Education
University of Florida

February, 1971

STATE LEVEL COORDINATION OF COMMUNITY COLLEGES: ACADEMIC AFFAIRS

The continuing development of community colleges is a fact of life in higher education in the United States. These institutions are growing both in numbers of institutions as well as in numbers of students served. At the same time there has been an increasing emphasis upon statewide planning as well as increasing concern expressed about productivity, efficiency and systemwide planning.

Courses and programs of studies are increasing within individual institutions at even more rapid rates. In most states this substantial curricular growth indicates a real need not only for academic coordination within individual colleges, but also among the colleges. Very little attention has been given to this need, however. Most states have done little more than recognize the problems and this recognition has been limited to certain phases of the programs, financial support for vocational education and articulation problems.

Specific machinery or definitive organizational structures have not been generally developed. Even the need for such machinery has not been well defined. This study has been carried out to provide basic normative information relative to the coordination of academic affairs between community colleges within a single state.

QUESTIONNAIRE

In order to establish the nature and extent of the coordination of academic affairs within the community college systems of the various states,

a questionnaire was prepared and mailed to the state agencies responsible for community colleges in the fifty states (Appendix A). Forty-four of the fifty states replied (a return of eighty-eight percent), and the following discussion organizes, synthesizes, and categorizes the data reported. Four of the remaining states do not have a designated state agency responsible for community colleges.

While officials with different position titles completed the questionnaires, there was an apparent common understanding of the questions and of the basic purposes of the study. Internal examinations of the results would seem to support this position.

Academic affairs is used in this study to refer to those matters under the supervision of the college which relate to curriculum, the faculty, the degree requirements, and the instruction. Some states have designated a "council of academic affairs." This council is understood to be a designated group of individuals who are directly and specifically assigned legal and advisory responsibilities related to the coordination of academic affairs. The council is understood to represent the system even though its membership may be narrow rather than broad in representation.

Methods of Academic Coordination

The forty-four states report a variety of approaches to the coordination of community college academic affairs. A summary of the major approaches is provided with a typical state used in each category as an illustration.

A Statewide Council. The most common formal method used to coordinate community college academic affairs is the statewide council. Eleven

states report that they use some variety of this type of coordinative body. Within the broad definition of a council of academic affairs given above, however, there are several subdivisions which may be identified on the basis of the membership constituencies of the council.

The first category consists of those councils of academic affairs constituted in membership by the chief academic officers (academic deans or vice-presidents) who represent each community college in the state. One example of this type of council is the structure in Florida. In that state the Council of Academic Affairs, a creation of the Statewide Council of Presidents, meets for two days every other month at various locations throughout the state. The major areas of responsibility assigned to the Council of Academic Affairs by the Presidents' Council are to make studies and to develop recommendations which will improve curriculum and instruction in the state system. These improvements should result from intensive study of instructional program planning, program evaluation, accreditation of instructional programs, policy recommendations on cooperative programs, articulation of matters related to student success, course development, program continuity, and faculty preparation and development. These bi-monthly meetings are under the leadership of the Chairman of the Council who serves as the Director of Academic Affairs on the staff of the Division of Community Colleges. The council members engage in such specific activities as conducting workshops, visitations, planning studies, and evaluating programs.

A second approach to the academic affairs council for community colleges is typified by the structure in Illinois. There coordination of academic affairs is accomplished through a Curriculum Committee made up of three staff members of the state agency, the Illinois Junior College Board. Additional

coordination is achieved through an advisory council which includes as members all of the junior college presidents in the state, through informal contacts with the academic deans in the state, through a newly organized "State Task Force on Curriculum," and through the Council of Deans in the Illinois Asoociation of Community Junior Colleges, an independent professional organization.

The Commonwealth of Kentucky takes another approach to the organization of their council of academic affairs. Kentucky's council is called the "Curriculum Studies Committee" and is made up of one faculty member from each of the community colleges in the state. This Committee reviews all proposals for new courses, course modifications, new curricula, and curricular modifications. The committee then recommends appropriate action to the Community College Council.

The Massachusetts approach to the coordination of academic affairs is centered in the creation of the "Educational Policies Committee of the Board of Trustees," which is made up of three members of the Board of Trustees. With the assistance of state staff members, the Committee approves college-initiated programs, coordinates such programs, and maintains a constant status evaluation of all programs in the system.

The final variation for formal arrangements such as the academic affairs council is the structure used in New Jersey. Entitled the "Curriculum Coordinating Committee" and meeting monthly at various colleges throughout the state, the group is made up of five college presidents, two academic deans, one board of trustees chairman, and one State Department of Higher Education staff member as an *ex officio* member. The Committee's duties include a review of all new curriculum proposals.

The Multiple Approach. In addition to the formalized approach toward coordination by a council of academic affairs, there are a number of other methods used by various states. Among these is the multiple approach to academic affairs coordination employed in the state of New York. There coordination is achieved through four separate channels:

Advisory Committees - State University advisory committees review proposals for curricula related to particular areas. Typical of such advisory committees are the Biology Advisory Committee, the Computer Science Advisory Committee, and the Engineering Education Advisory Committee.

Faculty Council - The Faculty Council of the Community Colleges which operate within the program of the State University of New York is made up of faculty representatives from each of the community colleges. The Council's purpose is the study of matters relating to community college faculty and to educational problems, programs, and policies.

Faculty Conference - Each year at the conclusion of the academic year, representatives from the faculties of each of the two-year colleges meet and participate in programs designed around their specific interests.

Meetings of Academic Vice-Presidents and Deans - The deans and vice-presidents meet twice yearly to discuss problems of common concern to them. Each of these groups react to questions raised or problems defined.

Other Approaches. Additional methods of academic coordination reported by state level staffs include ad hoc committees and informal arrangements. Missouri is an example when ad hoc committees made up of representatives from the various colleges are set up to deal with a particular academic problem such as student transfer. Other states employ a single staff member

who is charged with coordination as is done in Oklahoma. Still others attempt to coordinate community college academic affairs by means of an overall superboard for coordination of all of higher education in the state such as the California Coordinating Council for Higher Education.

THE STATEWIDE COUNCIL TO COORDINATE COMMUNITY COLLEGE ACADEMIC AFFAIRS

As the most prominent formal approach to statewide academic affairs coordination for community colleges, the academic affairs council deserves an in-depth investigation.

The present study shows that eleven states have some form of such a council and that all of them are of fairly recent origin, having been created between 1960 and 1970. Of the eleven councils, six have permanent executive officers. This person is either on the staff of the state board for community colleges or is an administrator or member of the faculty in one of the community colleges in the state.

The councils of academic affairs described in this study apparently meet with varying frequency to carry out their coordinating functions. In two states meetings are scheduled monthly, two others meet bi-monthly, four meet quarterly, one meets semi-annually, one has nine meetings per year, and one reports that the council meets on call. The councils usually meet in the state agency offices as three councils do, or at various places in the state as three other councils do. Four councils do not specify the locations for their meetings.

The clear definition and perception of its role are crucial if the academic affairs council is to coordinate academic matters in the state in any meaningful way. The duties and roles of the eleven councils studied

are delineated in varying terms, some much more far reaching than others. Several have defined their role in specific terms. An examination of these definitions may provide an understanding of their activities.

The role assigned to those formalized councils of academic affairs vary from broad assignments of responsibility to functions which are rather specific. While this variety is most often associated with the diversity which exists in state level agency roles, there are apparently other bases for determining the roles as well. For example, most councils of academic affairs are created as subdivisions or sub-councils of bodies with broader responsibilities, i.e., the state agency itself or the Council of Presidents. In these instances the Council of Academic Affairs is assigned topics for review and study, by the parent body, and is expected to report back to the parent body such recommendations as it may deem necessary. Final action can be taken only by the parent body.

An exception to this procedure is the structure reported for Massachusetts. In that state the Massachusetts Educational Policies Commission of the Board of Trustees apparently reviews and approves the college initiated programs, coordinates these programs after approval, and maintains a continuous status evaluation of all programs in the system.

Some examples of more limited functions are found in North Carolina where the role is defined as "to review all directives pertaining to educational procedures and to make recommendations to the Director, Department of Community Colleges." In Kentucky, a similar specific role is defined: "To review all proposals for new courses, course modifications, curricular modification, curricular development, and recommend appropriate action to the Community College Council."

Other councils have broad roles which are defined in more general terms. In these instances the actual operating procedures may be more limited than the authorization would seem to indicate.

Connecticut - To coordinate academic policies. Recommendations are made to the Academic Policies Committee of the Board of Trustees.

Mississippi - To consider academic policies concerning curriculum and instructional matters. Maintains an open channel of communication between the Academic Deans' Association and other administrative organizations in the state of Mississippi.

Still other councils are assigned broad, far-reaching roles which are defined in fairly specific terms:

Washington - To provide leadership in the improvement and development of effective and properly directed programs of instruction in the State of Washington. To propose, develop, and implement programs and procedures of commonality, the need for which is established by a consensus of the majority. To develop an effective communication medium for information related to curriculum and instruction. To support research services for the Council of Presidents. To serve as the parent body for instructional organizations concerned with occupational education, continuing education, academic education, and library-media services. To recommend policies to the instructional committee of the Council of Presidents or other appropriate committee of the Council of Presidents.

Florida - To serve in an advisory capacity to the Council of Presidents. To serve as a mechanism for interchange of ideas, cooperative problem solving on matters assigned by the Council of Presidents, and identification of problem areas and needed research in academic affairs. When

authorized by the Presidents' Council, to engage in specific activities, such as conducting workshops, visitations, planning studies, or evaluation of programs. Topics of concern: improvement of curriculum and instruction, instructional program planning, program evaluation, accreditation of instructional programs, policy recommendations on cooperative programs, articulation on matters relating to student success, course development, program continuity, and faculty preparation and development.

Occupational or Vocational Education

Most of the community college state level agencies reporting in this study indicated that there were no formal relationships between their agencies and vocational education in the state. Only five of forty-four reported such a relationship. In the few states which indicated a formal relationship, the provisions made for interchange are apparently not extensive. North Carolina's Division of Community Colleges achieves coordination by having its Educational Director for Occupational Education serve as a member of the State Advisory Committee for Vocational Education. Washington's Instruction Commission maintains relationships with vocational education in other agencies through a liaison staff member. In Oklahoma the Educational Programs officer of the State Regents for Higher Education jointly approves with the State Division of Vocational Education all programs funded by that division.

A similar procedure is followed in Texas for approval of funding, with several staff members of the Coordinating Board for Higher Education joining with staff members of the Post-Secondary Division of the State Department of Education. Virginia's Community College System maintains constant coordination with the Virginia Office of Vocational Education.

RELATIONSHIPS WITH FOUR-YEAR COLLEGES AND UNIVERSITIES

State level agencies responsible for community colleges have not gone any further in establishing formal relationships in academic affairs with the four-year colleges and universities than they have in their formal relationships with vocational education. Six states reported that they had such a formal relationship.

In North Carolina, the Educational Director for College Transfer Programs (a state community college staff member) serves as a member of the Joint Committee on College Transfer Students. In Mississippi, a Junior-Senior College Conference is held annually, and junior college deans attend.

Another state using a liaison officer to achieve coordination is Washington, where each university assigns an individual to maintain contact with the Community College Instruction Commission. In contrast, Oregon has developed a Joint Articulation Council for Community Colleges and Universities, which has as joint chairmen the Associate Superintendent of the Oregon Board of Education and the Vice-Chancellor of the State System of Higher Education. Virginia works its coordination through the Virginia Two-Year/Four-Year Articulation Committee, the Virginia Advisory Committee for Teacher Education, and the Virginia Council of Higher Education.

Florida established a committee for considering problems of articulation some years ago. This committee, called The Professional Committee for Relating Public Secondary and Higher Education, has developed policy statements which were subsequently adopted by the governing boards of institutions and by the coordinating body which is over all education in the state, has made special studies in selected disciplines, and has set up conferences and workshops on articulation.

Legal Bases. The sources of authority for the foundation of the councils are varied. Two were established by the Presidents' Council; four were established on the basis of a staff decision with board approval; two were established on the basis of a staff decision without board approval; two were established by regulation; and one was established by the state junior college association. None of the councils has direct statutory authority, but some derive it indirectly through the state junior college board's statutory responsibility for curriculum approval.

SUMMARY

After examining and categorizing the various methods of state level community college academic coordination it is apparent that this area of responsibility remains relatively free from attention in most states. Generally little has been done to coordinate the educational activities of the various institutions. In fact there is no apparent agreement about the desirability of such coordination. The following questions may be used in an attempt to evaluate activities of a state:

1. Is there a formal designation of an organized group assigned responsibility for coordination of instructional programs in the community colleges of the state?
2. Are the role and the responsibilities of the committee, commission, or council clearly defined?
   a. Does it report to another body?
   b. Does it work on problems as assigned to it or may it initiate study of a problem?
   c. Is there an overall plan or scope of activities or merely ad hoc assignments?

d. Does the group meet regularly or on a "call" basis?

3. How comprehensive is the assigned role?
4. What outcomes are expected from the activities of the group?
5. Is there a relationship established with other agencies such as the state level agencies responsible for coordinating or operating vocational education in the state or the state level agency or agencies responsible for the operation of colleges and universities?
   a. Is there evidence of effective coordination with these agencies?
   b. How is this relationship authorized?
6. What is the basis for representation in the committee, council, or commission?
   a. Are all community colleges represented?
   b. Who appoints members to the body?
   c. What *ex officio* representative is found?
   d. What liaison persons are assigned to the body?
7. What measures of effectiveness may be used to determine success?
   a. Have research studies been carried out to determine effectiveness?
   b. Is there encouragement for innovation and creativity?
   c. Are evaluation reports published periodically?
8. Are procedures clearly described?
   a. Is the information on procedures readily available?

b. Are all curricula areas included?

c. Do the approval processes delay or encourage development of programs?

9. Are there resources assigned to support the activities of the body?

a. What research resources are made available?

b. What financial resources are there?

10. What follow up and implementation activities take place?

a. Who is responsible?

b. What authority backs the final decisions?

If one examines the following chart, he will note that the process of statewide coordination of community college academic affairs is in such an early stage of development that no conclusions can be drawn about the relationship between the size of the state system and its degree of academic coordination. The chart is based upon current and projected enrollment data from the recent Carnegie Report, *The Open-Door Colleges*, and matches these data with various forms of academic coordination reported in the present study.

Chart 1

	*Current Enrollment (1968)	*Current Enrollment (1980)	*Number of Public Two-Year Colleges (1968)	*Number of Public Two-Year Colleges (1980)	Formal Council	State Agency Approves New Curriculum	Subject Area Articulation	Formal Relations with Agency for Vocational Education	Formal Relations with Universities and Four-Year Colleges
Alabama	18,225	75,000	15	20					
Alaska	546	9,000	6	6					
Arizona	32,080	80,750	8	17					
Arkansas	2,612	22,000	4	11					
California	600,452	1,020,000	86	120			X		
Colorado	13,170	46,750	10	17					
Connecticut	17,532	57,750	18	21	X				
Delaware	913	14,000	1	4					
Florida	92,853	224,250	27	39	X		X		X
Georgia	16,601	52,250	13	19					
Hawaii	6,174	18,000	6	6	X				
Idaho	2,392	12,000	2	6					
Illinois	100,212	196,000	42	49	X		X		
Indiana	18,200	67,500	7	15					
Iowa	15,225	45,000	21	25					
Kansas	12,257	36,000	17	20					
Kentucky	9,885	36,000	15	18	X	X	X		

Chart 1 (Cont.)

	*Current Enrollment (1968)	*Current Enrollment (1980)	*Number of Public Two-Year Colleges (1968)	*Number of Public Two-Year Colleges (1980)	Formal Council	State Agency Approves New Curriculum	Subject Area Articu-lation	Formal Relations with Agency for Vocational Education	Formal Relations with Univer-sities and Four-Year Colleges
Louisiana	6,564	38,500	6	11					
Maine	241	12,000	1	6					
Maryland	26,362	76,500	14	17		X			
Massachusetts	22,065	86,250	15	23	X				
Michigan	94,705	200,000	31	40		X			
Minnesota	15,390	51,750	18	23					
Mississippi	20,160	51,750	20	23	X		X		X
Missouri	25,320	78,750	10	15					
Montana	1,191	10,800	3	6					
Nebraska	3,206	15,000	7	10					
Nevada		4,500		3					
New Hampshire	939	18,000	3	6					
New Jersey	21,408	89,250	12	21	X		X		
New Mexico	2,988	15,000	6	10					
New York	155,840	378,000	40	54	X**	X	X		
North Carolina	27,148	94,000	44	47	X	X	X	X	X
North Dakota	4,945	18,000	5	8		X			

Chart 1 (Cont.)

	*Current Enrollment (1968)	*Current Enrollment (1980)	*Number of Public Two-Year Colleges (1968)	*Number of Public Two-Year Colleges (1980)	Formal Council	State Agency Approves New Curriculum	Subject Area Articulation	Formal Relations with Agency for Vocational Education	Formal Relations with Universities and Four-Year Colleges
Ohio	40,852	131,250	28	35					
Oklahoma	8,385	27,000	13	18		X	X	X	
Oregon	24,144	88,000	12	16	X		X		X
Pennsylvania	45,322	137,500	43	50	X		X		
Rhode Island	2,821	20,000	1	4					
South Carolina	9,723	42,000	21	21					
South Dakota		8,000		4		X			
Tennessee	6,360	42,000	5	14					
Texas	88,520	234,000	40	52				X	
Utah	3,009	20,250	3	9					
Vermont	442	10,000	1	5					
Virginia	17,157	72,000	19	24	X		X	X	X
Washington	66,814	137,500	22	25	X		X	X	X
West Virginia	2,270	18,000	5	9					
Wisconsin	26,691	85,000	31	34					
Wyoming	4,805	12,000	5	6					

*Source: *The Open-Door Colleges: Policies for Community Colleges*, The Carnegie Commission on Higher Education, June, 1970.

**New York employs a multiple channelled approach

Chart 2

	Is there some type of Academic Affairs Council?		Date Council Founded	Has Council An Executive Officer?		Sources of Councils Authority						Does State Junior College Agency Sponsor Subject Area Articulation Conference?	
	Yes	No		Yes	No	Statutory	Regulation	Staff Decision (Bd. approve)	Staff Decision (No.Bd. approve)	By Presidents Council	By Jr. College Association	Yes	No
Alabama		X											X
Alaska		X											X
Arizona													
Arkansas		X											X
California		X										X	
Colorado													
Connecticut	X		1970	X					X				X
Delaware		X											X
Florida	X		1965	X						X		X	
Georgia		X											X
Hawaii	X		1970	X					X			X	
Idaho		X											X
Illinois	X		Several yrs.ago		X				X			X	
Indiana		X											X
Iowa		X											X
Kansas													

Chart 2 (Cont.)

	Is there some type of Academic Affairs Council?		Date Council Founded	Has Council An Executive Officer?		Sources of Councils Authority						Does State Junior College Agency Sponsor Subject Area Articulation Conference?	
	Yes	No		Yes	No	Statutory	Regulation	Staff Decision (Bd. approve)	Staff Decision (No.Bd.approve)	By Presidents Council	By Jr. College Association	Yes	No
Kentucky	X		1964		X			X				X	
Louisiana		X											X
Maine													
Maryland		X											X
Massachusetts	X		1960	X			X						X
Michigan		X											X
Minnesota		X											X
Mississippi	X		1968		X						X	X	
Missouri		X											X
Montana		X											X
Nebraska		X											X
Nevada		X											X
New Hampshire		X											X
New Jersey	X		1969		X		X					X	
New Mexico		X											X

Chart 2 (Cont.)

	Is there some type of Academic Affairs Council?		Date Council Founded	Has Council An Executive Officer?		Sources of Councils Authority						Does State Junior College Agency Sponsor Subject Area Articulation Conference?	
	Yes	No		Yes	No	Statutory	Regulation	Staff Decision (Bd. approve)	Staff Decision (No.Bd.approve)	By Presidents Council	By Jr. College Association	Yes	No
New York		X*										X	
North Carolina	X		1967	X				X				X	
North Dakota		X											X
Ohio		X											X
Oklahoma		X										X	
Oregon	X		1965	X				X				X	
Pennsylvania	X		1970	X						X		X	
Rhode Island		X											X
South Carolina		X											X
South Dakota		X											X
Tennessee		X											X
Texas		X											X
Utah		X											X
Vermont													
Virginia	X		1967	X				X				X	

*New York employs a multiple channelled approach to academic affairs coordination.

Chart 2 (Cont.)

	Is there some type of Academic Affairs Council?		Date Council Founded	Has Council An Executive Officer?		Source of Councils Authority						Does State Junior College Agency Sponsor Subject Area Articulation Conference?	
	Yes	No		Yes	No	Statutory	Regulation	Staff Decision (Bd. approve)	Staff Decision (No.Bd.approve)	By Presidents Council	By Jr. College Association	Yes	No
Washington	X		1970		X				X			X	
West Virginia													X
Wisconsin		X											X
Wyoming		X											

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Appendix A - Copy of Questionnaire

Southeast Junior College Leadership Center
INSTITUTE OF HIGHER EDUCATION
University of Florida
Gainesville, Florida 32601

State _____

Respondent _____

Title _____

Address _____

SURVEY: STATE COORDINATION OF ACADEMIC AND CURRICULAR AFFAIRS FOR COMMUNITY COLLEGE

1. Is there a council or committee within your state community college coordinating agency specifically charged with consideration of academic and curricular matters?

   _____ a. Yes
   _____ b. No

   c. If yes, what is the name of the council or committee?
   _____

   d. When was the council or committee established? _____

   e. Under what authority was the council or committee established?

   _____ Statutory
   _____ Regulation
   _____ Staff decision with board approval
   _____ Staff decision without board approval
   _____ Other _____

2. If you have no formal body such as a council of academic affairs, to coordinate curricular and academic affairs for community colleges, in what ways is such coordination achieved in your state?

3. Does your council of academic affairs have an executive officer or permanent chairman?

   _____ a. Yes
   _____ b. No

   c. If yes, what is his title? _____

   d. Who is his employer? _____

   e. What other duties does he have? _____

4. What other persons (other than the director) make up the council of academic affairs?

5. How often and where does the council meet?

6. Do you have a prepared statement describing the role of your council?

_____ a. Yes
_____ b. No

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7. If there is no prepared statement, please briefly describe the role, the matters considered by the committee, how action is taken, and how recommendations are implemented.

8. Can you describe any specified (formal or informal) relationships between the community college academic affairs council and any other similar body for universities, for vocational-technical education, or for other agencies?

9. Does your agency sponsor subject area articulation conferences for the community colleges of your state?

_____ a. Yes
_____ b. No

If yes, please briefly describe such conferences.

PLEASE:

1. Enclose, if available, any printed or mimeographed material relating to your council for academic affairs, its composition, its operations, studies made, minutes, etc.

2. Your suggestions for further information.